

Determination of Land Identified as Abandoned for Legal Security of Land Right Holders in Southeast Sulawesi

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DOI: <https://doi.org/10.36348/sijlcj.2024.v07i08.003>

| Received: 27.06.2024 | Accepted: 03.08.2024 | Published: 06.08.2024

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Abstract

The aim of the research is to identify land that can be designated as abandoned land and analyze the form of management that can be carried out on land that has been designated as abandoned land so that it has useful value. The method used in this research is a qualitative descriptive research type with an empirical normative approach using secondary data through descriptive study and analysis of statutory regulations and related literature. The land rights that are the object of abandoned land are land ownership rights, building use rights, business use rights, use rights, management rights, and land obtained based on the basis of land control. These rights lands have criteria to be identified as abandoned land, namely Freehold land becomes the object of control over Abandoned Land if it is intentionally not used, not exploited, and/or not maintained so that: a) it is controlled by the community and becomes a village area; b) controlled by another party continuously for 20 (twenty) years without any legal relationship with the Rights Holder; or the social function of Land Rights is not fulfilled, whether the Rights Holder still exists or no longer exists. Land with building use rights, use rights and management rights becomes the object of control over abandoned land if it is intentionally not cultivated, not used, not exploited and/or not maintained starting 2 (two) years from the issuance of the rights. Then land with land use rights becomes the object of controlling abandoned land if it is intentionally not cultivated, not used, and/or not exploited starting from 2 (two) years from the issuance of the right. And land obtained based on the Land Tenure Basis becomes the object of controlling abandoned land if it is intentionally not cultivated, no used, not used, and/or not maintained starting from 2 (two) years from the issuance of the Basic Land Control. Management of abandoned land that has been designated as State land is carried out through the utilization of abandoned land. Article 35 of PP Number 20 of 2021 regulates that the utilization of TCUN is intended for agricultural and non-agricultural purposes in the interests of society and the State. Utilization of abandoned land through agrarian reform, national strategic projects, land banks and other state reserves.

Keywords: Abandoned land, Identification, Management, Legal certainty.

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INTRODUCTION

The Indonesian state, through the State's right to control land and natural resources which can provide the greatest prosperity to the people as mandated by the 1945 Constitution, has the authority to regulate land management and the legal relationships formed from this management. Humans and land have a close relationship so that in essence land cannot be used or can be said to be abandoned because there are still many people who do not have land to support their lives.

Land as a natural resource has economic value, so land policy must be an inseparable (integral) part of national development policy [¹]. The government is currently implementing agrarian reform. Agrarian reform is a more equitable restructuring of the structure of control, ownership, use and utilization of land through asset management and accompanied by access management for the prosperity of the Indonesian people [²]. Land is a basic component in agrarian reform, so basically the land designated as an object of agrarian reform is state land from various sources which

¹ Kementerian ATR/BPN, 2022, Petunjuk Teknis Pendayagunaan Tanah Terlantar, Direktorat Jenderal Pengendalian dan Penertiban Tanah Terlantar dan Ruang, p.1,

<https://ditjenpptr.atrbpn.go.id/hukum/assets/images/post/s/b821298fe21241efef8e5abcbeb9ef8d.pdf>, Last Accessed May 26, 2024.

² Ibid, p.4.

according to statutory regulations can be used as an object of agrarian reform. Land provision activities are a strategic step for the success of agrarian reform. One source of land for agrarian reform objects is abandoned land [3]. Land assets that must be managed include utilization and usage so that land is not just an asset subject to rights without having economic value that provides benefits.

Article 6 of the Basic Agrarian Principles states that all land rights have a social function. Based on this principle, if land is used solely for private gain, or if it is not used, it will harm the community little and justify individual land rights. Land use should be adapted to the situation and rights to provide benefits for the welfare of the community [4].

Regulation of The Government of Republic of Indonesia Number 20 of 2021 concerning Control Abandoned Areas and Lands, among other things, regulates that land rights, land Management Rights, and land obtained based on the basis of Land Control, which are intentionally not cultivated, not used, not exploited, and/or not maintained is called abandoned land. The legal consequence of land that is categorized as abandoned land is that the land becomes State land, meaning that determining the status of a land right to become State land breaks the legal relationship between the subject holding the right and the land in possession.

Granting land rights to the right holder or subject of the right must be followed by obligations towards the land concerned in accordance with Article 15 of the Basic Agrarian Principles, namely maintaining the land, including increasing its fertility and preventing damage by paying attention to economically weak parties. There are still many abandoned lands in several regions of Indonesia. The meaning of abandoned land is land abandoned by the land rights holder. The land is said to be abandoned because it is generally caused by several factors, including the physical condition of the land which has declined so that it can no longer be used for certain types of activities, financial factors where the right holder is no longer able to carry out business activities on the land, due to the lack of human resources cultivating the land. Or because of the rights holder's speculative motives. The factors causing abandoned land vary greatly in various regions of Indonesia. This is because each region has different physical land conditions and different population density conditions [5].

³ Resi Prasasti, 2017, *Tanah Terlantar Menjadi Objek Reforma Agraria*, <https://indonesiabaik.id/infografis/tanah-terlantar-objek-reforma-agraria>, Last Accessed May 26, 2024.

⁴ Putu Amalia Diva Prasista, Ketut Kasta Arya Wijaya, Luh Putu Suryani, 2022, *Pengaturan Tanah Terlantar Dalam Peraturan Perundang-Undangan di Bidang Pertanahan*, *Jurnal Konstruksi Hukum* Vol. 3, No. 3

Land is an immovable asset of significant value. It's worth consistently appreciates due to the high demand for land. Before land can be designated as abandoned, it is crucial to identify it to ensure legal certainty for rights holders whose land rights might be revoked. Everyone has the right to defend their rights, particularly if they possess a land title certificate. The government cannot simply declare a plot of land as abandoned based on physical evidence alone; proper procedures for determining abandoned land, as per applicable regulations, must be followed.

Therefore, it is necessary to carry out research that will carry out an analysis of the identification of land that can be suspected of being abandoned land and the management patterns that can be carried out on lands that have been designated as abandoned land.

Research Problem

1. What criteria are used to determine if land can be classified as abandoned?
2. "How can land designated as abandoned be managed to make it valuable?"

Purpose of Research

The research aims to first, identify the criteria for designating land as abandoned. Second, to analyze the potential management strategies for such land to enhance its usefulness.

LITERATUR REVIEW

Abandoned Land

Article 1 Paragraph 2 of Regulation of The Government of Republic of Indonesia Number 20 of 2021 concerning Control Abandoned Areas and Lands stipulates that Abandoned Land is private land, land with Management Rights, and land obtained on the basis of Land Control, which is intentionally not cultivated, not used, not exploited, and/ or not maintained. Land that is suspected of being abandoned is not immediately designated as abandoned land.

The previous regulation, Government Regulation Number 11 of 2010 concerning the Control and Utilization of Abandoned Land, addressed land indicated as abandoned. This refers to land rights or land control bases that are not cultivated, used, or utilized according to the circumstances or the nature and purpose of the granted rights or control basis, which have not been identified or researched. To obtain data on such land, inventory activities are conducted and the results

(2022): September, p.516, <https://doi.org/10.55637/jkh.3.3.5320.515-520>, Last Accessed May 26, 2024.

⁵ Tri Dini Sulistianti, 2013, *Pelaksanaan Penertiban Tanah Terlantar di Provinsi Jawa Barat*, Skripsi, Sekolah Tinggi Pertanahan Nasional, Jogjakarta, p.2, <https://repository.stpn.ac.id/1348/1/Tri%20Dini%20Sulistianti.pdf>, Last Accessed May 26, 2024.

are reported to the Head. However, this regulation has been replaced by Government Regulation Number 20 of 2021, which does not include a specific article on land indicated as abandoned.

Land Rights

Land rights are rights that give authority to those who have the right to use or take advantage of the land they own [6]. Land rights are rights to land as stipulated in Article 16 of the Basic Agrarian Principles, especially rights to primary land [7]. Article 16 regulates the types of land rights which include ownership rights, business use rights, building use rights, use rights, rental rights, land clearing rights, forest product rights, and other rights that are not included in the rights mentioned above. which will be determined by law as well as temporary rights, as mentioned in Article 53 of the Basic Agrarian Principles which contains temporary land rights, namely Pawn Rights, Profit Sharing Business Rights, Hitchhiking Rights, and Agricultural Land Rental Rights.

According to Article 1, Paragraph 3 of the Government of Indonesia Regulation Number 20 of 2021, land rights refer to the legal relationship between the rights holder and the land. This includes the authority to control, own, use, exploit, and maintain the land, as well as the space above and below it.

State Land

Article 1, Paragraph (2) and Article 2, Paragraph (3) of Government Regulation No. 18 of 2021 on Management Rights, Land Rights, Flat Units, and Land Registration define state land as land not associated with any land rights, waqf land, customary land, or state/regional property assets. State land includes land determined by law or government decree, reclaimed land, emergent land, land from the release or surrender of rights, land from the release of forest areas, abandoned land, land with expired terms and no extension or renewal requests, land rights that cannot be extended due to central government policy, and land originally classified as state land. This type of land is also commonly referred to as land directly controlled by the state.

RESULTS AND DISCUSSION

Criteria for Identifying Land Rights as Abandoned Land

The development of human life has transformed various needs, previously considered secondary, into primary necessities, such as the need for land for housing and other activities. Additionally, development activities prioritize land as a crucial resource. The growing demand for land has led to various regulations requiring land

rights holders to utilize their land effectively. As a result, the government may revoke land rights and change the status of land from privately owned to state-owned if it identifies and designates the land as abandoned.

The development of human life has given rise to a variety of life needs which were previously only secondary needs to become primary needs such as the need for land for settlement or other life activities. On the other hand, development activities also place land as one of the main priorities that must be fulfilled. The increasing need for land is the basis for the existence of various land regulations which place obligations on land rights holders to make the best use of their land. Consequences of revoking rights by changing the status of land from owned land to state land can occur on land identified by the government and then designated as abandoned land.

Regarding land that is not cultivated by those who control the land, the government needs to take steps and actions to regulate and utilize abandoned land. Government action to regulate abandoned land is a step that must be taken in an effort to control land rights and land exploitation. Land that is not used and cultivated by the right holder will be regulated and can then be given to other parties, whether business entities, government or individuals, so that it can provide optimal results for society and the state [8].

Article 4 paragraph (1) of Regulation Government of The Republic of Indonesia Number 20 of 2021 regulates that every Rights Holder, Management Rights Holder, and Basic Land Control Holder is obliged to cultivate, use, exploit, and/or maintain the land owned or controlled. Based on Article 16 of the Basic Agrarian Principles, there are various rights to land that legal subjects can have.

The objects of abandoned land include land ownership rights, building use rights, business use rights, use rights, management rights, and land obtained based on the basis of land control (Article 7 Regulation of Government Number 20 of 2021). Based on Article 7, these rights lands have criteria to be identified as abandoned land, namely:

- a. Freehold land. Freehold land becomes the object of control over Abandoned Land if it is intentionally not used, not exploited, and/or not maintained so that:
 1. Controlled by the community and become a village area;
 2. Controlled by another party continuously for 20 (twenty) years without any legal relationship with the Rights Holder; or

⁶ Soedikno Mertokusumo, 1988, *Hukum dan Politik Agraria*, Karunika Universitas Terbuka, Jakarta, p. 4.

⁷ Ali Achmad Chomzah, 2002, *Hukum Pertanahan Seri Hukum Pertanahan 1 Pemberian Hak Atas Tanah*

Negara Seri Hukum Pertanahan II Sertifikat Dan Permasalahannya, Prestasi Pustaka, Jakarta, p.1.

⁸ Op. Cit. *Kementerian ATR/BPN*, p. 1.

3. The social function of Land Rights is not fulfilled, whether the Rights Holder still exists or no longer exists. The social function of Land Rights requires every person, legal entity, or agency that has a legal relationship with land to use the land by maintaining the land, increasing its fertility, and preventing damage, so that it is more efficient and effective, beneficial to the welfare of society and the environment, and does not disturb public order, community interests and community comfort ^[9].
 - b. Land with building use rights, use rights and management rights becomes the object of control over abandoned land if it is intentionally not cultivated, not used, not exploited and/or not maintained starting 2 (two) years from the issuance of the rights.
 - c. Cultivation rights land becomes the object of control over Abandoned Land if it is intentionally not cultivated, not used, and/or not utilized starting 2 (two) years from the issuance of the right
 - d. Land acquired based on the Basis of Land Tenure becomes the object of control over Abandoned Land if it is intentionally not cultivated, not used, not exploited, and/or not maintained starting 2 (two) years from the issuance of the Basis of Land Tenure.

Management Rights Land which is excluded from the object of controlling Abandoned Land includes:

- a. land management rights of customary law communities; and
- b. Land Management Rights which become Land Bank Assets.

Identification of land as abandoned land is part of the inventory of land indicated as abandoned as regulated by Government Regulation Number 20 of 2021. Data on land indicated as abandoned is followed up by controlling abandoned land. Control of Abandoned Land is carried out by the Provincial BPN Regional Office involving Committee C which includes elements of related agencies/technical services ^[10].

Activities for Controlling Abandoned Land include the implementation of an Evaluation by Committee C for 180 days, if based on the results of the evaluation it is discovered that the Holder of Land Rights/Basis of Land Tenure is still abandoning their land, followed by the Notification stage by the Head of the Provincial BPN Regional Office to provide an opportunity to Land Rights/Basis of Land Tenure holders to cultivate, use, utilize and/or maintain their land optimally for a maximum period of 180 days. If based on Monitoring and Evaluation after the Notification period

ends it is discovered that there is still abandoned land, then the Head of the BPN Regional Office will issue a Warning, as follows:

1. First Warning, given by the Head of the Regional Office to the Rights Holder, Management Rights Holder, or Basic Ownership Holder of Land and other interested parties to cultivate, utilize, exploit and/or maintain their land for a maximum period of 90 (ninety) calendar days from the date of receipt of the first warning letter, in the event that based on the evaluation results after the Notification period there is Abandoned Land.
2. Second Warning, given by the Head of the Regional Office to the Rights Holder, Management Rights Holder, or Basic Ownership Holder of Land to cultivate, utilize, and/or maintain their land within a maximum period of 45 (forty five) calendar days from date of receipt of the second warning letter, in the event that the first written warning is not implemented.
3. Third Warning, given by the Head of the Regional Office to the Rights Holder, Management Rights Holder, or Basic Ownership Holder of Land to cultivate, utilize, exploit, and/or maintain their land within a maximum period of 30 (thirty) calendar days from date of receipt of the second warning letter, in the event that the second written warning is not implemented ^[11].

If, based on the results of monitoring and evaluation at the end of Warning III, the Land Rights/Basis of Land Tenure Holder does not carry out the third written warning, the Head of the Provincial BPN Regional Office proposes that the object be designated as abandoned land. Based on the Proposed Determination, if the administrative and juridical requirements are met, the Minister of ATR/Head of BPN shall designate the land as abandoned land through the Decree of the Minister of ATR/Head of BPN concerning Determination of Abandoned Land ^[12].

Land designated as abandoned becomes state land, and its rights are abolished. This terminates its legal relationship with previous owners and confirms it as land directly controlled by the state, referred to as State General Reserve Land. State General Reserve Land, abbreviated as SGRL, is land identified as abandoned and confirmed to be under state control. The SGRL will be utilized through business and restructuring efforts to generate results and benefits for society and the state. The purpose of utilizing SGRL is to exploit and reorganize it to maximize its benefits for both society and the state ^[13].

⁹ *Ibid*, p. 2.

¹⁰ *Ibid*, p. 2-3.

¹¹ *Ibid*, p.3.

¹² *Ibid*, p.3-4.

¹³ *Ibid*, p.4.

The determination of a plot of land as abandoned land is the basis for legal guarantees and certainty in terminating the legal relationship between the right holder and the land, as well as being the basis for State control over that land. The general explanation section of PP Number 20 of 2021 clearly states that people or legal entities who have obtained basic control over land, either by releasing the land from another person's rights, by obtaining a location permit, or by obtaining a decision to release a forest area, are obliged to maintain their land., work on it well, do not abandon it and submit an application to obtain land rights. Even though the person concerned has not yet received land rights, if they abandon their land, their legal relationship with their land will be abolished and it will be confirmed as land directly controlled by the state.

Article 32 PP Number 20 of 2021 states that land that has been designated as abandoned land, within a maximum period of 30 (thirty) calendar days from the determination, must be vacated by the former Rights Holder, Management Rights Holder, or Basic Ownership Holder of the Land. If the former Rights Holder, Management Rights Holder, or Basic Ownership Holder of Land does not fulfill the obligation to vacate the land, then the objects on it become abandoned assets.

A Method of Managing Abandoned Land to make it Valuable

Management of abandoned land that has been designated as State land is carried out through the utilization of abandoned land. Article 35 of PP Number 20 of 2021 regulates that the utilization of TCUN is intended for agricultural and non-agricultural purposes in the interests of society and the State. Furthermore, it is regulated in the Regulation of the Minister of ATR/Head of BPN Number 20 of 2021 concerning Procedures for Controlling and Utilizing Abandoned Land, the allocation for control, ownership, use and utilization of TCUN is utilized for the benefit of the community and the state through:

1. Agrarian Reform. Agrarian reform is a land policy that includes structuring the political and legal system of land as well as structuring community assets and structuring community access to land in accordance with Article 2 of the Decree of the Consultative Assembly of the Republic of Indonesia Number IX/MPR/2001 concerning Agrarian Reform and Natural Resources Management, and Article 10 UUPA. Structuring community assets and structuring community access to land can be done through the distribution and redistribution of former Abandoned Land.
2. National Strategic Projects. What is meant by national strategic projects are projects implemented by the Central Government, regional governments, and or business entities that have a strategic nature to increase growth

and equitable development in order to improve community welfare and regional development.

3. Land Bank; and
4. Other Country Reserves. Other state reserves include, among others, to meet land needs for the purposes of the central government or regional government, defense and security, land needs due to natural disasters, as well as relocation and resettlement of communities affected by development for the public interest.

Utilization of TCUN can be based on proposals or information originating from ministries/institutions, Regional Offices and Land Offices, and/or regional governments. Utilization of TCUN takes into account national strategic policies, spatial planning; and/or suitability of land and regional carrying capacity (Article 35 PP Number 20 of 2021).

Utilization of Abandoned Land Originating from the Determination of Abandoned Land (State General Reserve Land) Based on the Regulation of the Minister of ATR/Head of BPN Number 20 of 2021 concerning Procedures for Controlling and Utilizing Abandoned Areas and Land, Part Two concerning Procedures for Utilizing Abandoned Land, in the framework of the utilization process includes Preparation, Determination of Allocation of TCUN Utilization up to Implementation of TCUN Utilization, consisting of:

- a. TCUN Object Certainty. Identification of the certainty of TCUN objects is needed to ensure that the objects resulting from the determination of abandoned land are clear and clean so that the utilization process can be carried out.
- b. TCUN security. Security of TCUN objects is carried out to prevent the entry of new cultivators and cultivators who are not registered by the Ministry of Agrarian Affairs and Spatial Planning/Land Agency, both Central, Provincial BPN Regional Offices and Regency/City Land Offices.
- c. TCUN allocation. TCUN allocations are allocated for the benefit of society and the state through Agrarian Reform, Land Bank, or Other State Reserves.
- d. National team. The National Team is the team tasked with assisting the Minister in the context of Utilizing TCUN. The National Team is led by the Minister who is assisted by the Director General as daily chief executive.
- e. Obligations, Prohibitions and Sanctions of TCUN Recipients. Obligations, Prohibitions and Sanctions for TCUN Recipients are made in order to ensure that the TCUN allocation is carried out in accordance with the allocation stipulated in the Decree on Determining TCUN Allocations, so that the utilization of TCUN runs on target and optimally.

- f. TCUN Database. The TCUN database which is integrated with the Land Information System was created in order to facilitate the preparation of textual data and spatial data for TCUN utilization as well as a means of controlling, supervising and reporting the implementation of TCUN utilization.
- g. TCUN Supervision and Control. TCUN Supervision and Control is carried out before the TCUN allocation is determined and after the TCUN allocation is determined.
- h. TCUN Utilization Reporting. Reporting on TCUN Utilization is carried out by the Head of the Regional Office of the National Land Agency in the context of reporting on prospective objects for determining TCUN allocation as well as reporting on the implementation of TCUN utilization that has been determined in the Decree on Determining TCUN Allocation.

The process flow for Determining the Allocation of TCUN Utilization for the purposes of Agrarian Reform, National Strategic Projects, Land Banks and Other State Reserves as well as the follow-up process after determining the TCUN Allocation until it is utilized to Beneficiaries, both individuals, business entities and the government [¹⁴].

The State, through the authority of the State's right to control, regulates the management of land that has been designated as abandoned land. Through this management, land that previously had no economic value will be able to be utilized by parties in need, both the community and the central and regional governments.

CONCLUSION

1. Identification of abandoned land for legal certainty for rights holders is carried out on land rights that are objects of abandoned land, namely land ownership rights, building use rights, business use rights, use rights, management rights, and land obtained based on the basis of land control. According to Article 7, entitled land has criteria to be identified as abandoned land, namely that proprietary land becomes the object of control over abandoned land if it is deliberately not used, utilized and/or not maintained so that: a) it is controlled by the community and becomes a village area; b) controlled by another party continuously for 20 (twenty) years without any legal relationship with the Rights Holder; or the social function of Land Rights is not fulfilled, whether the Rights Holder still exists or no longer exists. Land with building use rights, use rights and management rights becomes the object of control over

abandoned land if it is intentionally not cultivated, not used, not exploited and/or not maintained starting 2 (two) years from the issuance of the rights. Then land with land use rights becomes the object of controlling abandoned land if it is intentionally not cultivated, not used, and/or not exploited starting from 2 (two) years from the issuance of the right. And land obtained based on the Land Tenure Basis becomes the object of controlling abandoned land if it is intentionally not cultivated, no used, not used, and/or not maintained starting from 2 (two) years from the issuance of the Basic Land Control.

2. Management of abandoned land that has been designated as State land is carried out through the utilization of abandoned land. Article 35 of PP Number 20 of 2021 regulates that the utilization of TCUN is intended for agricultural and non-agricultural purposes in the interests of society and the State. Utilization of abandoned land through agrarian reform, national strategic projects, land banks and other state reserves.

RECOMMENDATION

1. Holders of land rights should understand the burdensome obligations of having a right to land because if the land is not exploited or used in accordance with the provisions of statutory regulations then the state has the authority to take ownership of the legal subject land to become state land.
2. The various regulations governing the management of abandoned land through the utilization of abandoned land should truly provide benefits and use for communities in need and development interests for community welfare.

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¹⁴*Ibid*, p. 11-13.

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